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ABSTRACT

This study sought to determine how members of boards of education perceive the role of the superintendent, the role of the high school principal, and their own roles. Fifty of the 61 independent school districts in the upper 26 counties of the Texas Panhandle were randomly selected and one person from each board of education was randomly selected to represent his board in the study. Thirty-four of the board members participated in the study. Respondents were asked, in taped interviews, a series of questions concerning their perceptions of (1) the responsibilities of the superintendent and the high school principal and (2) the duties of the local board. In addition, data were collected to provide a description of the school board members in the study. A final chapter presents a summary of findings, implications, and recommendations for further studies. (MF)

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THE EDITORS' PAGE

Volume VIII of STUDIES IN EDUCATION is a report of a research study made by Robert E. Splawn, Associate Professor of Educational Administration, West Texas State University.

Funds for the study were made possible through a local grant of the research committee of the West Texas State University faculty.

Dr. Splawn, who was superintendent in two Oklahoma schools before joining the West Texas State staff, has long been interested in conducting research in the area of school boards and their relationships with administrators. Although the school board has an obviously important role to play in education, little research has been conducted in this area. He hopes to be able to expand this study and initiate other research projects.

ABOUT OUR COVER

Our cover is the product of a machine which uses the forces of physics in making designs. This machine was invented and built by Burl Brim, Jr., a fourth grade student at Reeves Elementary School in Canyon, Texas.

BOARDS OF EDUCATION MEMBERS' PERCEPTIONS OF THE ROLE OF THE BOARD AND THE ROLE OF THE SUPERINTENDENT AND THE HIGH SCHOOL PRINCIPAL

by

Robert E. Splawn

Financed by Organized Research
West Texas State University

West Texas State University
Canyon, Texas
May, 1969

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CHAPTER I

INTRODUCTION

Background and Need. There are between 1000 and 1300 school districts in the state of Texas. Each one of these districts is governed by a board of education composed of laymen. These laymen make the decisions which affect the educational welfare of the many school children enrolled in our public schools. Some are well educated, while others are not; some are well-to-do financially, while some are poor; some are sincerely concerned with rendering unselfish public service while others are interested only in themselves. Regardless of whether one views local control as desirable or undesirable, the fact remains that we have, and will continue to have, local boards for years to come. We will, no doubt, see a considerable reduction in the number of districts, but not elimination of local boards.

Each year many superintendents and high school principals are dismissed by boards of education. This is due in some cases, of course, to the fact that some administrators are inefficient or lazy, but in many cases it is due to a failure of administrators to know what role the board of education expects them to play. The educational literature on administration is replete with references to the role of the superintendent and the high school principals, as well as the board. The problem may well be that members of boards of education do not conceive their role and the role of the administrator the same as it is portrayed in educational literature. Perhaps there would be fewer administrators fired annually if administrators would make a realistic attempt to determine their role as well as the board's role.

A review of the literature reveals that there have been no studies made which indicate what the board members of Texas school districts perceive the role of the superintendent and the principal to be. If these roles could be identified, it is quite conceivable that both board members and school administrators could be more effective in working toward their common goal—improved educational opportunities for Texas children and youth.

Purpose of Study. The purpose of this study was to determine what the members of boards of education in TSTA District XVI, the upper twenty-six counties of the Panhandle, perceived the role of the superintendent and the high school principal to be. It was also to determine what these board members consider their own roles to be. The results of this study should be of value to board members, superintendents, and to high school principals in bringing about improved relationships between board members and administrators and for creating a better educational program for the students of each school.

The Problem. The problem of this study was to determine what the board members of school districts in TSTA District XVI perceive

to be the responsibilities of the superintendent and the high school principal and how they perceive the duties of the local board.

This problem involved finding answers to the following questions:

A. Why did the person seek a position or accept an appointment on the board of education?
B. What does the Board Member consider his primary responsibility as a member of a board of education?
C. Do board members feel that they were properly oriented when they first came on the board and who should be responsible for the orientation of new board members?
D. With what regularity do board members attend state, regional, and national conventions or workshops?
E. When is a board member a board member?
F. What position should a board member take when a school patron approaches him with a complaint about the school?
G. What qualities do board members feel that a man should possess in order to make a good superintendent or high school principal?
H. How do board members describe the total responsibilities of the superintendent and the principal?
I. What are the superintendent's and the principal's roles in:
   a. policy-making
   b. personnel selection and dismissal
   c. supervision of personnel
   d. curriculum and instructional planning and improvement
   e. operation and maintenance of the school plant
   f. planning of buildings
   g. finance
   i. informing board members
J. What is the principal's role in discipline?

Answers to the following questions were also obtained in order to provide an overall look at board members.

A. What is the average age of board members?
B. What is the average number of children board members have in school?
C. What is the average tenure?
D. What are board members' occupations?
E. What is the average educational level of board members?
F. What is the average income of board members?
G. Do board members belong to civic clubs?
H. Do board members feel that members should have children in school?

Delimitation of the Problem. This study was limited to those school districts, having twelve grades, which make up TSTA District XVI. This involved twenty-six counties and sixty-two school districts.

It is limited to the information obtained from interviews. The data acquired depends upon the honesty of the respondents. The author believes that most of the board members recognize the value of the study and took it seriously.

It should be noted that this study represents only a beginning point in the collection of data regarding the way board members look upon the administrative role. It should be further pointed out that this study represents the first attempt to identify Texas board members' perceptions of their role and the role of the superintendents and the principals.

Method of Research. There are twenty-six counties located in TSTA District XVI, containing sixty-one independent school districts having grades one through twelve. Fifty of these districts were randomly selected for inclusion in this study. After the fifty districts were selected, the names of the board members from each district were obtained from the superintendents. One person from each board of education was then randomly selected to represent his board in the study.

The data were collected through the use of tape recorded interviews. These interviews were begun in November, 1967, and were concluded in June, 1968. Analysis of data was completed in January, 1969. Each board member was asked the same basic questions. These questions are presented in the appendix.

Each board member selected was contacted by letter and an interview date was set. Each interview lasted approximately forty-five minutes and each was conducted by the author.

Thirty-four of the fifty board members selected participated in the study. This represents fifty-five percent of the school districts in TSTA District XVI.

Treatment of Data. Interview tapes were transcribed and subjected to intensive analysis by the author. Responses to each question were tabulated and are presented in percentage tables. Due to the use of the interview, it was impossible to subject the data to statistical analysis. A questionnaire could have been developed which would have standardized responses and made it possible to use sophisticated computer analysis, but it was felt that questionnaires would be too limited to get the real perceptions of members of boards of education.

CHAPTER II

THE INDIVIDUALS WHO SERVE ON BOARDS OF EDUCATION

Data were collected for the following items to provide a description of the individuals who serve on boards of education in TSTA District XVI. Questions such as age, number of children in school, length of tenure on a board of education, the number of superintendents and high school principals during the member's tenure, occupation, educational level, personal income, membership in civic clubs, and whether board members should have children in school were asked. These data were collected in order to provide a basis for possible understanding of board members' perceptions of the role of the board and the role of the administrators.

Composition of Boards. The boards of education of TSTA District XVI are overwhelmingly composed of men. Only one district included in the study had a woman serving on the board. The seven man board is the predominant type of organization.

Age of Board Members. Board members ranged in age from thirty-three to fifty-eight years, the median age being forty-four. A breakdown of age groups is presented in Table I.

TABLE I

AGES OF BOARD MEMBERS

Years	Number	Percent
54-58	3	8.8
49-53	5	14.7
44-48	10	29.5
39-43	10	29.5
34-38	5	14.7
Below 34	1	2.8
TOTALS	34	100.0

Children. With three exceptions all the board members in the study had children in the public school. The number of children per board member ranged from zero to five, with the median being two. Table II presents the information. Slightly more than eighty-eight percent of the board members felt that a person should have children in school if he serves on the board; almost three percent did not think this was necessary, and eight percent indicated that it was immaterial whether a board member had children in school. The three people presently serving who do not have children in school indicated they felt that board members should have children in school. Two of these had children in school when they were originally elected to the board.

TABLE II

NUMBER OF CHILDREN

Number of Children	Number	Percent
5	1	2.8
4	3	8.8
3	4	11.7
2	16	47.3
1	7	20.6
0	3	8.8
TOTAL	34	100.0

Length of Service. The length of time spent on a board in TSTA District XVI is rather short. No attempt was made to determine the reason, but further study would be desirable, since the instability of school board membership affects the school adversely. The data on years of service on boards are presented in Table III.

TABLE III

NUMBER OF SUPERINTENDENTS DURING BOARD MEMBERS' TENURE

Years	Number	Percent
14	1	2.9
10	3	8.8
9	2	5.8
7	2	5.8
6	4	11.8
5	2	5.8
4	4	11.8
3	5	14.7
2	4	11.8
1	7	20.8
TOTALS	34	100.0

Number of Superintendents During a School Board Member's Tenure. The median number of superintendents during the board members' tenure is 1.5, according to the data presented in Table IV. This would appear to indicate stability; but such is not the case, since the median tenure of board members is only 3.31 years. Is there a relationship between the instability of board members' tenure and that of superintendents? What are the general causes of the rapid turnover of superintendents? These are questions which need to be pursued.

TABLE IV

NUMBER OF YEARS SERVED ON A BOARD

Number of Superintendents	Number	Percent
4	2	5.8

TABLE IV Continued

3	4	11.7
2	11	32.5
1	17	50.0
TOTAL	34	100.0

TABLE V

NUMBER OF PRINCIPALS DURING BOARD MEMBERS TENURE

Number of Principals	Number	Percent
4	1	2.9
3	3	8.8
2	14	41.2
1	16	47.1
TOTAL	34	100.0

Number of High School Principals During Board Member's Tenure. Principals apparently have an even more insecure position than superintendents, according to the data in Table V. The study made no direct attempt to account for this fact. However, some of the opinions of board members concerning the principal's role indicated that the position of principal is not too significant to many board members. The median number of principals during a board member's tenure is 1.8.

Occupation of Board Members. The occupations of board members in TSTA District XVI are indicated in Table VI. As might be expected, since District XVI is largely an agricultural area, over fifty percent of the members are farmers. Eighty percent of these who farm own land. A study of social characteristics of school board members done by White° for the school year 1958-59 indicated that two occupational groups, business owners, officials, managers, and owners with 34.5 percent, and professional and technical services with 27.4 percent accounted for more than three-fifths of the school board members in this sample. Farmers ranked third and housewives fourth. White's°° data included responses from 4,072 districts. As indicated in Table VI, there is only one housewife represented in TSTA District XVI. Further study should be given as to why more women are not found on boards.

TABLE VI

OCCUPATIONS OF BOARD MEMBERS

Occupations	Number	Percent
Farming and ranching	17	50.0
Employed by industry	4	11.7

° Alpheus L. White; *Local School Boards: Organization and Practices;* U.S. Office of Education, Department of Health, Education, and Welfare, Washington; U.S. Government Printing Office, 1962, Page 24.

°° *Ibid.*, Page 18-19.

TABLE VI Continued

Private business and farming	2	5.8
Private business	6	18.0
Housewife	1	2.9
Federal Employee	1	2.9
Laborer	2	5.8
Professional	1	2.9
TOTAL	34	100.0

Educational Level of Board Members. Data showing the educational level of members of boards of education in TSTA District XVI are presented in Table VII. The median years of education is 12.5 Forty-seven percent of the members have some advanced education beyond high school and slightly more than fourteen percent have less than a high school diploma. One member has only six years of formal education. Serious thought should be given, perhaps, to such questions as the following. Should individuals who have less than a high school education be permitted to serve on boards of education? Would there be less resistance to change if all board members were college graduates?

TABLE VII

EDUCATIONAL LEVEL

Years of Education	Number	Percent
17 (Master's Degree)	3	8.8
16 (Bachelor's Degree)	5	14.7
13-15	8	23.7
12 (High School Diploma)	13	38.2
8-11	4	11.7
Less than 8	1	2.9
TOTAL	34	100.0

TABLE VIII

INCOME LEVEL OF BOARD MEMBERS

Annual Income	Number	Percent
Above $10,000.00	25	73.7
$8,001.00-$10,000.00	3	8.8
$5,000.00-$8,000.00	5	14.7
Below $5,000.00	1	2.8
TOTALS	34	100.0

Economic Level of Board Members. The median income for board members in TSTA District XVI is above $10,000.00. The income range among board members appears to be somewhat substantial, as shown in Table VIII. Are persons in the higher income brackets more

generous than those in the lower brackets when it comes to expending tax money?

Membership in Civic Clubs. The board members in TSTA District XVI are split almost evenly as far as membership in civic clubs is concerned. Fifty-three percent retain membership in some civic organization and forty-seven percent do not. It must be noted that six of the districts selected were in areas which do not have any civic clubs available.

Summary. The typical board member of TSTA District XVI is a man. He is forty-four years of age and has two children in school. He has been serving on the board for 3.31 years and has worked with 1.5 superintendents and 1.8 high school principals. He is a farmer and a land owner. He is a high school graduate with one semester of college work. His income is more than $10,000.00 per year, and he is a civic-minded person.

CHAPTER III

BOARD MEMBERS' PERCEPTIONS OF THE BOARD'S ROLE AND THE ROLE OF THE SUPERINTENDENT AND THE HIGH SCHOOL PRINCIPAL

Since boards of education are responsible for the progress of education within individual school districts and since these boards must work through superintendents and principals, it is vital that both board members and administrators be aware of board member's perceptions of the responsibilities of the two groups. Gathering data by which better understandings might be reached between administrators and board members was the principal objective of this study. The questions used to gather these data are based upon what current literature portrays the roles to be.

The author began this study with certain hypotheses concerning the attitudes of members of boards of education toward the function of the board and the responsibilities of administrators.

1. Most individuals seek a position on the board because of selfish motives or because they have an "ax to grind."
2. Most board members cannot verbalize their role as board members nor can they verbalize the role of the administrators.
3. Most board members consider themselves as such all the time, not just when the board is in legal session.
4. Most board members are more concerned about the athletic program of the school than they are about the curricular program of the school.
5. Most board members are more concerned about finance than about any other phase of the school program.
6. Board members do not receive proper orientation when they first go on the board, nor after they are on the board.

Reasons for Seeking a Position or for Accepting Appointment to a Board of Education. Why do people wish to give time to serve in a job which does not pay anything, one which often brings much criticism? Many people contend that most people serve to further some personal desire or because they have an "ax to grind." This is apparently not true of board members in TSTA District XVI if one accepts the reasons for seeking a position given in Table IX. Approximately six percent admitted that they sought membership because they had an "ax to grind." When one examines Table X, however, which reports the data concerning whether board members felt that there was anything wrong with the school before they became a board member, one wonders about the reasons presented for seeking a position on the board. Table X indicates that approximately thirty-five percent felt there was something wrong with the school before they came on the board. There were a considerable number of individuals who sought a position for selfish reasons, while only thirty

percent sought a position because of a sense of civic obligation. This presents a difficult area of study since motivations are often unconscious, and the person is not aware of his deep feelings.

Eighty-two percent were originally elected and twenty-eight percent were originally appointed. One of those elected was a write-in.

Orientation of Board Members. Many new board members are apparently left to grope in the dark as far as their duties and responsibilities as board members are concerned. Only thirty-six percent feel they were given proper orientation and ten percent feel that they did not need orientation because of past experience as a school attorney or as a commissioner.

TABLE IX
REASONS FOR SEEKING A POSITION OR FOR ACCEPTING APPOINTMENT TO A BOARD OF EDUCATION

Reason	Number	Percent
1. Obligation (civic duty)	10	30.1
2. Because I had children in school	2	5.8
3. To become better acquainted with the school	1	2.9
4. Because the superintendent asked me	1	2.9
5. Because friends asked me	3	8.8
6. Because somebody has to do it.	2	5.8
7. Because I felt that people wanted me.	2	5.8
8. Because I was interested in serving.	2	5.8
9. Bcause I thought I could help.	3	8.8
10. Because it is passed around and it was my turn.	1	2.9
11. Because board members asked me.	4	11.7
12. Because I disagreed with building program.	1	2.9
13. Because I felt that the schools just were not getting he job done and I had to contribute what I had.	1	2.9
14. Curiosity	1	2.9
TOTAL	34	100.0

TABLE X
THINGS BOARD MEMBERS CONSIDERED WRONG WITH THE SCHOOL BEFORE THEY BECAME MEMBERS

Things Wrong	Number	Percent
1. Nothing	22	64.2
2. Discipline too weak	1	2.9
3. System needed some things it did not have	2	5.8
4. People complaining about the superintendent.	1	2.9
5. Ideas the person wanted to present	1	2.9
6. Objected to building program	1	2.9
7. Overcrowded classrooms	2	5.8
8. Low public interest	1	2.9
9. School spending too much money per capita.	2	5.8
10. The children were not getting what they needed to prepare them for further ducation.	1	2.9
TOTAL	34	100.0

Orientation, in most cases, consists solely of being given the board member's handbook published by the Texas State School Boards' Association and copies of the local board's rules and regulations. Orientation, if it may be called this, was done by the superintendent, in the majority of cases. Slightly more than eighty-two percent of the board members asked stated that they consider it the superintendent's responsibility to orient new members, fifteen percent consider it the responsibility of the other board members, and almost three percent consider it a joint responsibility of the superintendent and the board president.

Most board members do not attend regional, state, and national school board meetings. Forty percent of those asked stated that they attended regional meetings and state meetings, while less than three percent attend national meetings. Several board members said they are not informed about these meetings.

Primary Responsibility of Board Members. Without exception, educational literature portrays the board of education as a legislative body whose primary function is to establish policy. In order to determine whether board members of TSTA District XVI viewed their role in this way, they were asked to state what they considered their primary function to be. Only six percent thought their primary function was to formulate policy. Forty percent felt that the board should be concerned primarily with finance. Statements of the remaining fifty-four percent run the gamut of imagination. One board member even states that he does not know what the primary responsibility of the board is. In the light of what is done in orientation, is it reasonable to expect a different picture? Could the situation be changed if more local effort were made to orient board members? Table X primarily presents the responsibilities of board members as they view it.

When Is a School Board Member a School Board Member? This question is closely related to the preceding one and gives further insight into what board members consider to be the function of the board. Educational literature, including literature issued by state and national school board associations, states that a person is a board member only when the board is in legal session. Apparently board members in TSTA District XVI have not read or do not agree with this literature. Answers given indicate that there is an almost total lack of understanding on the part of board members. Again one must refer to the section on orientation and raise the question — would proper orientation change this picture? Table XII presents the data as to how board members regard their status. Slightly less than six percent indicate that they are board members only when the board is in legal session, whereas fifty-nine percent feel they are board members twenty-four hours a day or from the day they are elected. It is curious to note that approximately three percent feel a board member is never a board member.

Position a Board Member Should Take When a Patron Comes to Him with a Complaint About the School. It is inevitable that a board member will be approached by various patrons concerning school

problems. What does the board member do when this happens?

TABLE XI

THE PRIMARY RESPONSIBILITIES OF BOARD MEMBERS

Primary Responsibility	Number	Percent
Do not know	1	2.9
To represent people of district	3	8.8
To satisfy teachers and people	1	2.9
To have a good school	4	11.9
To see that taxes do not get too high	1	2.9
To strive for a better education for children	4	11.9
To look after the money parts of it and find qualified teachers	2	5.8
To see that we provide the best for funds we have	5	17.9
To attend each board meeting and visit school	1	2.9
To approve what the superintendent recommends	2	5.8
To assist the superintendnt in his decisions	1	2.9
To take care of business and keep problems ironed out	1	2.9
To see that the school is run, to help set the budget, and to see that money is spent wisely.	1	2.9
To equalize taxes, establish board and administrative policies	1	2.9
To make policy	2	5.8
To see that the children get the proper education	1	2.9
To administer the business affairs	1	2.9
To see that tax monies are spent to the best advantage	1	2.9
TOTAL	34	100.0

TABLE XII

WHEN IS A SCHOOL BOARD MEMBER A SCHOOL BOARD MEMBER?

	Number	Percent
Only when the board is in session	2	5.8
When he attempts to use whatever knowledge he has in running the school	1	2.9
When he is elected	6	17.6
All the time (24 hours a day)	14	41.6
After a year	3	8.8
When he acts upon the recommendations of the superintendent	1	2.9
When he becomes thoroughly indoctrinated	1	2.9
When he serves the people as a whole as well as the children in the school system	1	2.9
When he gets in does all that he possibly can and does what he thinks is right and represents the people in the community	1	2.9
When he takes an interest and a part in what is going on	2	5.8
Never	1	2.9

TABLE XIII Continued

When a question arises	1	2.9
TOTAL	34	100.0

Literature indicates that he should listen and ask the person if he has talked with the appropriate school officials. If he finds the person has not, he should refer him to the proper administrator in the school; if he has, the board member should suggest that he appear before the board in one of its legal sessions. Never should he express an opinion in which he commits the board, for he has no more right to do this than does any citizen. It is apparent from the data presented in Table XIII that a majority of the board members in TSTA District XVI either do not accept what literature presents or are not aware of what literature presents. Only slightly more than thirty-eight percent indicate that they would attempt to direct people with complaints to the proper school officials, but even these indicate that they would bring the matter before the board themselves if the school authorities did not give satisfaction, rather than have the complaining persons appear before the board. The way board members handle complaints gives further emphasis to the fact that they apparently do not understand the function of the board.

Qualiies a Man Should Possess in Order to Make a Good Superintendent. Data concerning qualities were gathered because these have an effect upon the way board members and superintendents are able to relate to each other. Table XIV presents the data on this item. An examination of these data reveals that there is no one trait, or pattern of traits, which is common to the majority of board members. This could explain, at least partially, why there is a fairly high rate of turnover among superintendents. Many of the board members interviewed found it difficult to verbalize what qualities a man should possess in order to make a good superintendent. Almost three percent gave answers that are totally incomprehensible.

TABLE XIII

POSITION A BOARD MEMBER SHOULD TAKE WHEN A PATRON COMES TO HIM WITH A COMPLAINT ABOUT THE SCHOOL

Position	Number	Percent
First, ask if they have gone through the proper school authorities. If they have not, then direct them to the proper authorities. If they have already gone and have not received any satisfaction, then listen to them	3	8.8
Listen, remain neutral, and try to figure out something	1	2.9
Send him to the proper authorities; and if they don't give satisfaction, bring it before the board.	10	29.6
Look into the complaint.	1	2.9
If it is of sufficient magnitude, bring it up to the superintendent.	5	14.8

TABLE XIII Continued

Tell the person complaining to bring it up before the board.	1	2.9
Depends upon what complaints; some should be handled within school and some within the board itself.	1	2.9
Tell the complainer you will take it up with the board.	5	14.8
Get all the information you can and take it up before the board.	2	5.8
Incomprehensible	2	5.8
Consult with other board members.	1	2.9
Tell them you will take it up with the board, and if they go along with it you will too.	1	2.9
Express your personal opinion.	1	2.9
TOTAL	34	100.0

TABLE XIV

QUALITIES A MAN SHOULD POSSESS TO MAKE A GOOD SUPERINTENDENT

Qualities	Number	Percent
Well-informed on all state and federal programs; tactful; a good communicator.	2	5.8
Should know how to lead people.	1	2.9
Should be a politician, a businessman, a jack-of-all trades	2	5.8
Understanding, level-headed	1	2.9
Ought to be a good business man	6	18.7
Honest with the board and able to get along with the community.	1	2.9
A thorough knowledge of finance as well as educational courses.	1	2.9
Don't know; ought to be a Christian	1	2.9
Well-educated in public relations, education, and business; lots of principle.	1	2.9
Be a Christian; have a good personality; dress well and be neat, treat all teachers and pupils the same.	2	5.8
A person able to make decisions and stick by them; integrity.	1	2.9
Like children and have a desire to teach.	1	2.9
Good public-relations man.	2	5.8
Able to work with people; like children; patience; a salesman.	2	5.8
Have a good education; understand children; understand people; a mixer.	1	2.9
Mature; a man of sound judgment; tactful; educationally qualified.	1	2.9
Highest education possible; a good moral standing; a church attender; able to keep teachers informed	1	2.9
Be a good coordinator.	1	2.9

TABLE XIV Continued

Have a good, solid background as a teacher and principal, and a well-rounded education.	3	8.8
Meet state requirements and have good recommendations.	1	2.9
Be a student; able to make decisions; keep various groups of people happy	1	2.9
Incomprehensible	1	2.9
TOTAL	34	100.0

It is interesting to note that ninety-seven percent of the board members think that a superintendent should be a church member. Only forty-five percent, however, state they would make this a prerequisite for employment. Eighty percent of the board members feel the superintendent should be active in a civic club.

Qualities a Man Should Possess in Order to Make a Good High School Principal. The diversity of qualities which board members feel a man should possess in order to make a good principal are almost as great as those for superintendents. As with superintendents, there is no one quality which is common to the majority of board members. Slightly more than twenty-four percent indicate they feel that the main quality a man needs is the ability to be a good disciplinarian and almost eighteen percent feel that the principal's necessary quality is being able to follow the superintendent's program. Six percent indicate they do not know what qualities a man should possess in order to make a principal. In fact, these same six percent seem to feel it does not really matter because the principal does not do much anyway. Table XV presents the qualities given by board members.

As with superintendents, ninety-seven percent of the board members think principals should be church members but only forty-four percent would make it an absolute requirement for employment. Seventy percent of the board members indicate that a principal should be active in some civic club.

Board Members' Perceptions of the Role of the Superintendent. Before specific questions were asked concerning the role of the superintendent in the various aspects of school operation, each board member was asked to respond to the question, "What is the role of the superintendent?". This was done for two reasons. The author wished to see if the board member could actually verbalize the role and then to see if he verbalized it as literature depicts it. The author felt that the typical board member could not verbalize the role of the superintendent and would generally state that it is "to run the school." Literature has many lists of the role, but the following one is typical.

1. The superintendent is to serve as chief executive officer of the board of education.
2. The superintendent is to nominate all employees authorized by the board.

3. The superintendent is to recommend for discharge employees whose services are no longer considered satisfactory.
4. The superintendent is to be responsible for the operation and maintenance of the school plant and equipment and the purchase of supplies and equipment.
5. The superintendent is to be responsible for preparing the school budget and for the administering of the budget after it is approved by the board of education.

TABLE XV

QUALITIES A MAN SHOULD POSSESS TO MAKE A GOOD HIGH SCHOOL PRINCIPAL

Qualities	Number	Percent
A good disciplinarian	8	23.9
A person able to do what the superintendent tells him to do.	6	18.1
Should be able to follow the superintendent's program, be diplomatic and be able to take a firm stand on everything.	1	2.9
Ability to coordinate, a judge of teachers and people.	1	2.9
Highest possible education; good moral standing; church attender; concerned with pupil conduct.	1	2.9
A good personnel man and disciplinarian	1	2.9
Good at public relations	1	2.9
Able to assume responsibility for school.	1	2.9
Able to run the details of a school.	1	2.9
Able to stay on top of trouble in the system and able to manage faculty.	1	2.9
Likes children and loves to teach.	1	2.9
Several years' experience.	1	2.9
A Christian; willing to take criticism; willing to keep board informed of problems; a good communicator.	1	2.9
Don't know; he really does not do much.	2	5.8
Be a good administrator.	1	2.9
Honest; able to get along with people.	1	2.9
About same as the superintendent; a good mixer; goes to church; a good disciplinarian; works in civic clubs.	2	5.8
A real leader; understanding; willing to consult with the superintendent.	1	2.9
Able to follow directions; has initiative but is not overzealous; willing to consult with the superintendent.	1	2.9
TOTAL	34	100.0

6. The superintendent is responsible for the over-all supervision of all employees.
7. The superintendent is responsible for the maintenance, supervision, and improvement of all curricular and cocurricular programs.

8. The superintendent is to be responsible for keeping the board of education informed.

Table XVI presents the over-all role of the superintendent as perceived by board members in TSTA District XVI. As the author suspected, board members were not able to verbalize adequately the role of the school's chief administrative officer; however, very few simply stated that his role is "to run the school." Not a single board member verbalized the role completely as it is pictured in literature. Approximately thirty-three percent viewed his role as being either totally or partially involved with finance. The role depicted by some board members is an impossible one, specifically the role of keeping everybody happy.

Board Members' Perceptions of the Role of the Superintendent in the Formulation and Change of the School Board Policy. Most literature emphasizes the fact that the board is the legislative policy-making body. Lane, Martin, and Monahan° state that one of the primary

TABLE XVI

BOARD MEMBERS' PERCEPTIONS OF THE SUPERINTENDENT'S ROLE

Role	Number	Percent
He is responsible for seeing that you have a well-run school; for the rest of the administrators and teachers; for hiring and firing except for coaches.	1	2.9
For the over-all managment of the school plant; for the funds; for teacher hiring and firing.	2	5.8
For the school and seeing that it is run correctly.	3	8.8
For running the school in the light of the policy set by the board.	7	21.5
For being an educational leader.	2	5.8
For handling the finances and business affairs of the school.	2	5.8
He is the chief administrator, the executive officer responsible to the board for a meaningful educational program and for the accounting of funds.	3	8.8
To run the school; to operate it the way it should be and see that things are carried out as the board wants	2	5.8
For preparing he budget and staying within it; for selecting faculty and filling vacancies.	1	2.9
For handling money and seeing that everything runs smoothly.	1	2.9
Coordinator of entire school system.	1	2.9
Being on top of any trouble that might be starting in the school system and manage the faculty.	1	2.9

° Willard R. Lane, Ronald G. Corwin, and William G. Monahan, *Foundations of Educational Administration,* (New York: The MacMillan Co., 1967), p. 173.

TABLE XVI Continued

In charge of curriculum; for seeing that there is an in-service training program; for the budget.	1	2.9
For seeing that each teacher does his job from day to day; for keeping up with state literature on curriculum.	1	2.9
For keeping the school operating with a means he has and for doing the best job he can in educating the children.	1	2.9
A little bit of everything, for knowing everything that is going on and being informed.	1	2.9
Keeping informed of changes and for keeping everybody happy.	1	2.9
For keeping abreast of the situation in the district; for knowing needs of people; for being able to evaluate curriculum and teachers.	1	2.9
Work for the benefit of the school	1	2.9
TOTAL	34	100.0

functions of the superintendent is to obtain, organize, and present data and information relevant to the problems at hand so that a board can make intelligent decisions. They further maintain that boards should refuse to enact legislation or make policy without the recommendation of the superintendent. After policy is enacted, the board should step aside and permit the superintendent to execute the policy. This would give the impression that it is quite easy to draw a clear line of distinction between policy-making and policy-implementing. However, Campbell, Cunningham, and McPhee* contend that the interaction between executive and policy-maker is so intricate in the policy-making stage as well as in the policy-implementing stage, that it is hopeless to attempt to separate these functions in practice.

Board members in TSTA District XVI apparently perceive the superintendent to be largely responsible for suggesting change in board policy and for suggesting change in board policy and for suggesting new policies. Seventy-nine and one-half percent state that he should be the one to recommend change or new policies. Strangely enough, almost nine percent feel he should play no role whatsoever in formulating or changing board policy. Data are presented in Table XVII.

There is apparently some contradiction in what board members say the superintendent's role is in the formulation, change, and execution of school board policy. This is evident when one examines Table XVIII, which gives data concerning the way board members feel about whether or not the superintendent should consult the board before he makes decisions. Only slightly more than twenty-nine percent feel that the superintendent should not consult the board about the decisions he makes.

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* Ronald F. Campbell, L. L. Cunningham, and R. F. McPhee, *The Organization and Control of American Schools,* (Columbus, Ohio: Charles E. Merrill Books, Inc., 1965), p. 182.

TABLE XVII

SUPERINTENDENT'S ROLE IN FORMULATION AND CHANGE OF BOARD POLICY

Role	Number	Percent
He should recommend	28	78.5
If he sees the need for a change, he should bring it up and try to get the board to go along with it.	3	8.8
His feelings should be considered.	1	2.9
No role	3	8.8
TOTAL	34	100.0

TABLE XVIII

SHOULD A SUPERINTENDENT CONSULT WITH THE BOARD BEFORE HE MAKES DECISIONS?

	Number	Percent
Yes	10	29.4
No	9	26.5
Should consult with board president and he should consult with rest of board members.	1	2.9
Some decisions (school plant finance, hiring, deviation from policy, budget, major)	14	41.2
TOTAL	34	100.0

Board Members Perceptions of the Role of the High School Principal. Professional literature abounds with lists of the duties and responsibilities of the secondary principal, but according to Ovard* all of these can be summarized thusly: (1) leadership in the professional improvement of staff; (2) improving classroom instruction, and (3) building and improving the curriculum. In order to determine whether board members would verbalize the over-all principal role as literature portrays it, each interviewee was asked to respond to the general question, what do you consider the role of the high school principal to be? The author felt that the average board member could not verbalize the role as literature pictures it and would state that he is to "take care of discipline."

Table XIX indicates that board members do not have the same conception of the high school principal's role as do the writers. In fact, most board members seemingly do not picture the principal as being a very vital figure in the total school program. Most of the board members had difficulty in putting into words what they think the principal's role is. Many say it is "to run the school," whatever that means. Approximately thirty-two percent mention discipline in their description of the principal's role.

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* Glen F. Ovard, *Administration of the Changing Secondary School,* (New York: The MacMillan Company, 1966), p. 19.

TABLE XIX

BOARD MEMBERS' PERCEPTIONS OF THE HIGH SCHOOL PRINCIPAL'S ROLE

Role	Number	Percent
To carry out the superintendent's orders and pacify parents.	1	2.9
To be the head of his school and responsible for discipline.	6	17.7
To work for the benefit of the school.	1	2.9
To work with and help the superintendent.	11	32.7
Carry out the superintendents orders to teachers.	2	5.8
Responsible for curriculum, for discipline, and for carrying out the superintendents orders to teachers.	4	11.8
To run the school smoothly.	1	2.9
Same as the superintendent.	1	2.9
To run the school and to supervise the teachers and the students.	3	11.8
To serve as a go-between for the superintendent and the children.	2	5.8
To do the paper work and fill in for the superintendent.	1	2.9
To teach classes and handle discipline.	1	2.9
TOTAL	34	100.0

Board Members' Perceptions of the Superintendent's Role in the Selection and Dismissal of Personnel. The writers of educational literature generally agree that the superintendent should be the person who initiates, with the assistance of principals and supervisors, recommendations for the employment and dismissal of personnel. The board then acts upon these recommendations, but it does not initiate them.

Table XX presents the attitudes of the board members of TSTA District XVI. Almost sixty percent appear to view the role of the superintendent in the same way that literature portrays it. However, this is not altogether an accurate picture because fifty-six percent of the interviewees state that it is perfectly permissible for boards to employ or dismiss personnel even though the superintendent has not recommended such action.

The picture is further complicated by the fact that twenty-nine percent of board members feel that the board should interview applicants for any and all positions, and an additional sixty-one percent feel that the board should interview applicants for certain positions, namely, coaches, band directors, counselors, and principals. Does this mean that board members do not regard superintendents as being capable of hiring specialized personnel? Does it mean that board members are not as interested and concerned with the curricular program as they are with the cocurricular program?

Board Members' Perceptions of the Role of the High School

Principal in the Selection and Dismissal of Personnel. An examination of educational literature reveals that the principal should recommend to the superintendent with regard to the hiring and firing of personnel within his building. In fact, many authorities contend that the principal should interview applicants.

TABLE XX

SUPERINTENDENTS' ROLE IN THE SELECTION AND DISMISSAL OF PERSONNEL

Role	Number	Percent
He should recommend to the board	19	55.9
He should check and investigate and interview persons and then let the board interview	3	8.8
Give the board his opinion and then let the board decide.	9	26.6
He is the man the board looks to for this vital and most important phase of the operation of the school.	1	2.9
This should be handled jointly by the superintendent and the board.	1	2.9
He should hire, but the board should fire.	1	2.9
TOTAL	34	100.0

Table XXI indicates that approximately sixty-eight percent of the board members in TSTA District XVI perceive the principal playing at least a minor role in that the superintendent should consult the principal before he makes recommendations to the board. However, board members generally think that it is more important that he recommend for dismissal and reemployment than for original employment. Does this, perhaps, indicate a lack of understanding of the principal's role in supervision on the part of board members? Almost twenty-one percent of the interviewees stated that the principal should play no part in the selection and dismissal of personnel. Only forty-five percent of those asked think the principal should interview applicants.

Board Members' Perceptions of the Superintendents' Role in Public Relations. Much has been said concerning the part the superintendent should play in the area of public relations. Kindred° summarizes very well the superintendent's responsibilities. He is to provide leadership and give direction to the program by (1) making the board acquainted with the need for and value of planned public relations, (2) developing the plans by which formal policy is put into action, (3) establishing the working organization and assigning responsi-

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° Leslie W. Kindred, *School Public Relations,* (Englewood Cliffs, N.J.: Prentice-Hall, Inc., 1957), p. 407.

TABLE XXI

HIGH SCHOOL PRINCIPAL'S ROLE IN THE SELECTION AND DISMISSAL OF PERSONNEL

Role	Number	Percent
The superintendent should consult with the principal before making recommendations to the board.	23	67.7
He has no role at all	7	20.6
He should make recommendations for firing, but not for hiring	3	8.8
Incomprehensible	1	2.9
TOTAL	34	100.0

bilities to personnel (4) motivating the staff to participate in the program, (5) providing necessary in-service training, (6) serving as advisor to the board of education on questions of public relations policy and procedure and (7) collecting the data by which the board may judge the effectiveness of the program.

Board members in TSTA District XVI apparently do not perceive the superintendent's role in public relations in the same way educational literature portrays or they do not know enough about public relations to be able to verbalize his role. Many different descriptions are given, none of which exactly match literature's description. Almost eighteen percent of the interviewees gave answers which are totally incomprehensible. Table XXII presents data on board members perceptions in the area of public relations.

The lack of understanding or the lack of appreciation for the importance of public relations is further evidenced by the fact that not a single school included in this study has a planned program of public relations. Perhaps this also indicates that superintendents do not see the need for such a program.

Board Members' Perceptions of the High School Principal's Role in Public Relations. Even though the superintendent is responsible for planning and directing a systematic public relations program, there is still much responsibility which the principal must assume.

TABLE XXII

SUPERINTENDENT'S ROLE IN PROMOTING PUBLIC RELATIONS

Role	Number	Percent
He should be the leader and can best promote public relations by having good control his school system.	1	2.9
He should strive to keep the people informed at all times.	4	11.7
His role is that of a listener, not a talker.	1	2.9
It is one of his primary roles and he can best do it through the news media.	1	2.9

TABLE XXII Continued

It is to appear before the public, to get well-acquainted with the people in his community and mix with them.	1	2.9
It is to get along with people and to see that everyone's ideas are listened to.	4	11.7
It is to be able to meet the public and to not have any biasd opinions.	1	2.9
I do not know.	3	8.8
It is to be a go-between between the school and the community.	1	2.9
It is to become a part of the community.	1	2.9
He should be in charge of it.	4	11.7
It is being part of civic organizations, church, going to the PTA, and any other.	4	11.7
It is to be friendly.	1	2.9
It is to project a good image at all times by going to church and other community activities	1	2.9
It is to be a leader in the community.	2	5.8
Incomprehensible.	6	17.7
TOTAL	34	100.0

According to Williams*, the superintendent must rely heavily on principals for getting most of the total job done. The principal is directly involved in many ways. He should stimulate improvement in parent-teacher conferences, assist in preparing reports information sheets and newsletters for the public, meet with civic groups, and organize discussion groups.

The board members of TSTA District XVI were unable to verbalize the principal's responsibilities in the area of public relations. Forty-four and one-half percent, as indicated in Table XXIII, stated that the principal's role in public relations in greater than that of the superintendent because the principal comes into contact with the public more often. Almost twenty-one percent were incomprehensible in their attempt to state the principal's role.

Board Members' Perceptions of the Role of the Superintendent in School Finance and Business Management. Educational literature generally portrays the superintendent as being responsible for preparing the school budget and for the administering of the budget after it has been approved by the board. It is quite doubtful that the board members of TSTA District XVI view the role in this area of finance in this way.

Table XXIV indicates that slightly less than eighteen percent consider him to be totally responsible. Almost twenty percent indicate that he has no responsibility in the matter. Desipite this fact, fifty-

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* Stanley W. Williams, *Educational Administration in Secondary Schools,* (New York: Holt, Rinehart and Winston, Inc., 1964), p. 459-460.

TABLE XXIII

HIGH SCHOOL PRINCIPAL'S ROLE IN PROMOTING PUBLIC RELATIONS

Role	Number	Percent
It is to be in service clubs and church and play an important role in civic affairs.	3	8.8
Do not know.	2	5.8
His role is more important than the superintendent's because he comes into contact with the public more.	2	5.8
It is to be a community leader.	1	2.9
It is the same as the superintendent's	15	44.5
It is to maintain a good image all the time.	1	2.9
None.	1	2.9
It is to work with the superintendent.	1	2.9
It is to work with the faculty and students and wih parents.	1	2.9
Incomprehensible.	7	20.6
TOTAL	34	100.0

percent feel that finance is the superintendent's number one responsibility. How then can one explain the board member's perception of the role of the superintendent in finance when fifty percent say it is his chief responsibility, but only eighteen percent consider him totally responsible?

The problem is further complicated when one examines the data in Table XXV. Board members were asked whether or not a superintendent should make it a practice of consulting the board before expending school funds. Almost ninety-one percent stated that he should.

Board Members' Perceptions of the Role of the Superintendent in the Maintenance and Opration of the School Plant. The superintendent is to be responsible for the operation and maintenance of the school plant. At least this is the way educational literature presents it. Evidently, according to data presented in Table XXVI, the board members of TSTA District XVI generally agree with literature in this phase of the superintendent's responsibilities, with the exception of approximately six percent who feel that he has little or no role to play. Sixty-seven percent visualize the superintendent as being the person totally responsible.

Closely related to the superintendent's role in building operation and maintenance is his role in the planning of new buildings. Twenty-six of the board members interviewed had been involved in some sort of building program during their tenure. Seventy percent of these feel that building planning is more a responsibility of the board than of the superintendent.

TABLE XXIV

THE ROLE OF THE SUPERITENDENT IN SCHOOL FINANCE AND BUSINESS MANAGEMENT

Role	Number	Percent
He should be the manager	7	20.7
He is the one totally responsible	6	17.7
He should be greatly concerned	2	5.8
The superintendent is not responsible except for making recommendations to the board.	5	14.7
He is to plan the budget	7	17.7
He is not responsible; the tax-assessor-collector is.	2	5.8
He and the board are jointly responsible	3	8.8
He is responsible to the board	3	8.8
TOTAL	34	100.0

TABLE XXV

SHOULD THE SUPERINTENDENT MAKE IT A PRACTICE OF CONSULTING THE BOARD BEFORE HE EXPENDS FUNDS?

	Number	Percent
Yes	12	34.8
For anything that costs over $500	7	21.1
For anything that costs over $300	2	5.9
For anything that costs over $200	2	5.9
For anything that costs over $100	3	8.8
For anything that is not routine expense	5	14.7
No	3	8.8
TOTAL	34	100.0

TATBLE XXVI

THE SUPERINTENDENTS' ROLE IN THE MAINTENANCE AND OPERATION OF THE SCHOOL PLANT

Role	Number	Percent
His role is to see that he has the right personnel to keep it done, ad then the business manager is responsible.	2	5.8
His role is to see that it is done.	2	5.8
It is to stay within the bounds of his budget in repair and maintenance and keep it looking nice.	2	5.8
He should have a manager who is responsible to him.	2	5.8
He should plan his budget and bring it before the board.	4	11.7
If something mechanical is not working, he should know it and get it fixed.	1	2.9
He should bring major things before the board and get minor things fixed	5	14.7
He is totally responsible	14	41.7
He has little or no responsibility	2	5.8
TOTAL	34	100.0

The High School Principal's Role in the Maintenance and Operation of the School Plant. The principal, according to educational literature, should be responsible for assisting in maintaining the buildings and grounds properly. He should be responsible for the custodial personnel within his building and for reporting any conditions in the building or on the grounds that require attention. Seventy-three percent of the board members interviewed perceive the principal's role in this way. Strangely, almost eighteen percent state that he has no role at all. Table XXVII presents the data in the area.

Board Members' Perceptions of the Role of the Superintendent in Curriculum and Instructional Planning and Improvement. Superintendents generally consider themselves as being primarily responsible for the maintenance, supervision, and improvement of all curricular and instructional programs. Literature supports them in this attitude. Table XXVIII presents data concerning the perceptions of board members involved in this study. It is very difficult to determine exactly what they see as the superintendent's responsibilities in this area. The interviewees found it quite difficult to verbalize their perceptions. Many of them express ideas which are very vague, and in some cases, incomprehensible. Perhaps they do not know enough about curriculum to be able to express a role for the superintendent. The author had to define curriculum for some of the board members before they could make any statement concerning the superintendent's role.

TABLE XXVI

THE HIGH SCHOOL PRINCIPALS' ROLE IN THE MAINTENANCE AND OPERATION OF THE SCHOOL PLANT

Role	Number	Percent
None	6	17.6
He should be working to keep it up	6	17.6
He should help the superintendent	9	26.8
He should keep check on his building and report needs to the building manager.	1	2.9
He should bring major things to the board and fix minor ones	1	2.9
He has a lot of responsibility for it	1	2.9
He is to see that everything is kept up and if something is wrong to say something about it.	2	5.8
Incomprehensible	8	23.5
TOTAL	34	100.0

Board Members' Perceptions of the High School Principal's Role in Curriculum and Instructional Planning and Improvement. The principal's primary role lies in the area of curricular and instructional planning and improvement according to authorities in the field of education. In fact, his real task lies in this area. He is responsible for

seeing that appropriate curricular and instructional goals are established. How do the board members of TSTA District XVI view the role of the principal in this area? Certainly not as educational writers do, for slightly less than nine percent, as indicated in Table XXIX, view him as being directly responsible for curriculum and instructional planning and improvement. Many of the interviewees were vague and incomprehensible, exhibiting a lack of understanding of curriculum. Most seem to regard the superintendent as the real leader in this area, even though they do not know what this is.

Board Members' Perceptions of the Role of the Superintendent in the Supervision of Personnel. The superintendent is considered by most writers to be in charge, at least overall, of the supervision of all school employees. Generally, particularly in large schools, he delegates direct supervision to principals and other supervisory personnel. Board members involved in this study presented varied ideas concerning his responsibilities. Some feel he is to supervise principals only, while others feel he is to supervise maintenance personnel only. Some think that he is to directly supervise all personnel. A small percentage feel that he should not supervise anyone. A fairly large percentage, twenty-one percent, flatly state that they do not know what his role is. Table XXX presents the data for this area.

TABLE XXVIII

THE ROLE OF THE SUPERINTENDENT IN CURRICULUM AND INSTRUCTIONAL PLANNING AND IMPROVEMENT

Role	Number	Percent
He is about 99 percent of it	1	2.9
He needs to keep up with progress in school and he needs to evaluate the ones he thinks are better and bring them before the board and let them consider them.	2	5.8
He should always be looking for ways to improve the school	2	5.8
He should play a big role in this.	8	23.8
He should work closely with the curriculum director.	1	2.9
He should be the leader in this.	7	20.9
He should look to the principal for recommendations	1	2.9
He should go all out and do what he can	1	2.9
He should bring it before the board	4	11.7
He should be the top figure	1	2.9
Don't know.	1	2.9
It should be high	1	2.9
He should do everything possible to keep the school system in the highest standing	1	2.9
Incomprehensible	3	8.8
TOTAL	34	100.0

TABLE XXIX

THE HIGH SCHOOL PRINCIPAL'S ROLE IN CURRICULUM AND INSTRUCTIONAL PLANNING AND IMPROVEMENT

Role	Number	Percent
He should consult with the superintendent	1	2.9
He recommends to the superintendent	9	26.5
He should help the superintendent	14	41.5
He could have, if he would take responsibility	1	2.9
None.	1	2.9
He is primarily responsible	3	8.8
Do not know	1	2.9
He is to keep abreast of the times and recommend changes when due	2	5.8
Incomprehensible	2	5.8
TOTAL	34	100.0

TABLE XXX

THE ROLE OF THE SUPERINTENDENT IN THE SUPERVISION OF PERSONNEL

Role	Number	Percent
He has the final say so, but he must depend upon the principal	5	14.8
He should have a little common horsesense in working with people and should try to make each person feel that he is helping him do his job.	1	2.9
It is his role to supervise personnel	6	17.7
He is just like a boss in a gasoline plant or anything else.	2	5.8
I think he is supposed to take care of that part.	2	5.8
He has no responsibility except for maintenance of personnel.	2	5.8
He needs to know what is going on in all classes and should directly supervise all personnel.	1	2.9
He needs to do some supervision.	1	2.9
He should be it.	5	14.9
Do not know.	34	100.0

Table XXXI presents data concerning whether the superintendent should visit the classroom for the purpose of evaluating the teacher. Sixty-nine percent feel he should do this occasionally. Almost six percent more feel that he should either visit the classroom or use the office intercom as a substitute. Slightly less than three percent think he should not visit the classroom but should use the office intercom so that no one will know he is listening.

Board Members' Perceptions of the High School Principal's Role

in the Supervision of Personnel. Ovard* states that one of the principal's primary tasks is the improvement of the curricular program. Correlated with this assignment is the need to improve and make more effective the instruction within the school. In other words, he must be a supervisor. Thirty-three percent of th board members involved in this study see him as playing no role or a very insignificant one while twelve percent gave descriptions which are impossible to interpret. Table XXXII presents these data.

Seventy-one percent feel that he should visit the classroom for the purpose of evaluating teachers. Eighteen percent feel that it would be much better to use the office intercom for listening to teachers. The remaining eleven percent feel that it is unnecessary for the principal to eithr visit in the classroom or listen over the office intercom.

TABLE XXXI

SHOULD THE SUPERINTENDENT VISIT CLASSROOMS FOR THE PURPOSE OF EVALUATING TEACHERS?

	Number	Percent
Occasionally, for morale building	2	5.8
No	5	14.8
Young teachers, yes	1	2.9
If he has time	5	14.8
Yes	16	47.2
No. He should use his intercom so no one will know he is listening	1	2.9
Yes, or use intercom	2	5.8
Do not know	2	5.8
TOTAL	34	100.0

It is doubtful that much can be accomplished from the principal's visiting classrooms if they visit no more often than some board members suggested. These data are given in Table XXXIII. Forty-eight percent of the board members who say that principals should visit classrooms have no idea how often they should do so.

Board members were asked to relate what principals should look for when they visit classrooms for the purpose of evaluating teachers. Their ideas indicate that their depth of understanding of supervision is very shallow. Eighty-five percent state that the principal things principals should look at in evaluating teachers is discipline. Table XXXIV lists the ideas of board members.

Board Members' Perceptions of the High School Principal's Role in Discipline. Most writers in the field of secondary school administration seem generally to agree that the principal should be rsponsible for conducting in-service training sessions on disciplinary matters, for

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* Ovard, *Op. Cit.* p. 229

devising written policies on discipline, and for assisting the teachers. Table XXXV reveals that almost fifty-nine percent of the board members in TSTA District XVI view the principal as being in charge of discipline in the school. If they see it exactly as literature portrtays it, they have not so indicated. Only twenty-three and one-half percent consider the principal's role to be that of giving assistance to the teachers when they need it.

Board members generally perceive discipline in the traditional sense. Eighty-eight percent think the paddle should be used as a means of discipline. Fifteen percent state that it is not permissible to use the paddle in their school, which means that seven percent of the

TABLE XXXII

THE ROLE OF THE HIGH SCHOOL PRINCIPAL IN THE SUPERVISION OF PERSONNEL

Role	Number	Percent
He should directly supervise teachers	8	23.9
He is directly over them and should work closely with them	3	8.8
He is responsible for his particular building	3	8.8
He is just like a boss in a gasoline plant, but he carries out the superintendent's orders.	2	5.8
He works up the schedule and places personnel	1	2.9
He is to recommend to the superintendent:	5	14.7
He is to inform the teachers of what the superintendent wants	1	2.9
He has the whole responsibility	2	5.8
He has no role	5	14.7
Incomprehensible	4	11.7
TOTAL	34	100.0

TABLE XXXIII

HOW OFTEN SHOULD THE PRINCIPAL VISIT THE CLASSROOM FOR THE PURPOSE OF EVALUATING TEACHERS?

Decisions	Number	Percent
First year teachers very often or teachers who show a tendency to be weak.	1	4.3
Depends upon the teacher – can judge by students' grades and the action of teachers with other teachers.	1	4.3
Twice a month	2	8.7
Do not know	11	48.0
Fairly often	2	8.7
As often as he has time	2	8.7
Once a week	2	8.7
Twice a semester	1	4.3
Once a month	2	4.3
TOTAL	23	100.0

TABLE XXXIV

WHAT A PRINCIPAL SHOULD LOOK FOR WHEN HE VISITS A TEACHER'S CLASSROOM

	Number	Percent
Student behavior and the order in which the teacher presents the material.	1	4.3
Student behavior and whether the student is paying attention to the teacher.	2	8.7
Look for discipline part of the class and the way they keep their desks and their books.	1	4.3
Look at discipline and if the teachers are using the right curriculum materials.	3	15.5
How the teacher keeps her class and the efficiency with which she carries out her duties.	2	8.7
See if they have the class under control and if they have the proper equipment for teaching.	1	4.3
Discipline and the teacher's lesson preparation	1	4.3
Look at their results and compare them with what normally would be expected.	1	4.3
Student discipline	3	15.5
Listen to the questions students ask and see if the teacher is explaining.	1	4.3
Look at the teachers ability and qualifications	1	4.3
Just see what the teacher is doing	1	4.3
How the lesson is presented and if students are attentive.	1	4.3
Student control and teacher attitude	1	4.3
Discipline and what he thinks would help the slower kids do better.	1	4.3
See if they are keeping order and sticking to the textbooks.	1	4.3
Things that would improve the class	1	4.3
TOTAL	23	100.0

board members who feel that the paddle should be used are serving in districts where paddling is not permitted. Fifty-nine percent feel that the paddle should be administered only by the principal. A few board members state that the superintendent should be the one to administer a paddling.

Board Members' Perceptions of the Role of the Superintendent in Keeping the Board Informed. One of the major responsibilities of the superintendent is that of informing board members of problems and issues and plans. Ninety-six percent of the board members of TSTA District XVI stated that they feel that this is a major responsibility of the superintendent. However, only eighty-nine percent feel that their superintendent is performing this function satisfaotorily.

In an attempt to see how well superintendents were informing their boards, board members were asked whether or not they were

acquainted with some recent legislation concerning professional negotiations. Fifty-three percent were not. Could this possibly indicate that board members just *think* that superintendents are keeping them informed?

TABLE XXXV

HIGH SCHOOL PRINCIPALS' ROLE IN DISCIPLINE

Role	Number	Percent
He in in charge of discipline	20	58.8
It is to talk with the student	3	8.8
It is to consult with the superintendent	3	8.8
It is to assist the teachers when they need it.	8	23.6
TOTAL	34	100.0

Board Members' Attitudes Toward Administrator Education, Professional Meetings, and Professional Negotiations. Attitudes which board members hold in these areas have an effect upon the superintendent and the high school principal as they try to administer the school system and the individual schools within the system.

With one exception, all the board members asked stated that they feel that both superintendents and high school principals should attend professional meetings throughout the school year. Seventy-three percent of them stated that the school district should pay the administrator's expenses to attend such meetings.

Only one person feels that teachers should have the right to strike. Most of them state that they feel this way because teachers are public servants and should be so *dedicated* to their job they woud not even think about striking. Some even state that teachers are "called" and so should not strike.

The board members involved in this study split almost evenly on their attitude toward professional negotiations. About fifty percent did not know what professional negotiations is. After having it explained, fifty-one percent state that teachers should have the right to negotiate and forty-nine percent say they should not. They gave the following reasons:

1. The superintendent and principal should do this for them.
2. It lowers the teacher in the eyes of the community.
3. They would not understand the financial problems involved.
4. It would be too time-consuming.
5. It is a union.
6. It would break down the whole system.

Not a single board member indicated that any plans had been made in his district to provide for negotiation.

CHAPTER IV

SUMMARY, IMPLICATIONS, AND RECOMMENDATIONS FOR OTHER STUDIES

I. SUMMARY

A carefully constructed interview was held with randomly selected members of boards of education located in TSTA District XVI, the upper twenty-six counties of the Texas Panhandle. Fifty of the sixty-one districts located in this area were selected to participate in the study, with thirty-four actually taking part. Each board member selected was interviewed by the author. The interview was recorded and then transcribed and analyzed.

This study was designed to identify the way board members percieve their responsibilities and those of the superintendents and high school principals. It was designed with the hope that it would furnish a point of departure for studies in depth in the area of board member-administrator relationships, studies which will produce information that will lead to improved understandings between the governing boards of local school districts and the administrators of these districts.

Many administrators' contracts are not renewed each year and many leave the profession because they cannot continue to work harmoniously with boards of education. Something must be done to remedy this situation if we wish to retain experienced administrators and if we wish to attract young, capable beginners to administrative positions.

Since board members evidently do not view their own role and that of administrators in the same light that educational literature does, a good starting place would be to disregard what current literature says the roles of the legislative and administrative groups are and find out what the people actually involved are doing and thinking.

The author began this study with certain hypotheses concerning board members' perceptions of their role and that of superintendents and high school principals. Most of these proved to be correct. Some of the findings of this study are by no means startling, for many administrators have long felt them to be true. There had been no study done, however, to prove their veracity.

Some of the findings are as follows:

1. Board members feel that a necessary prerequisite for board membership is having children in school.
2. There is a rapid turnover of board members as well as of superintendents and high school principals, resulting in a lack of continuity of programs.
3. The composition of the boards in TSTA District XVI as far as sex and occupation are concerned does not conform to information gleaned from other studies. The majority in this area are men and the chief occupation is farming.
4. The typical board member has one semester of college, but there are many who have less than a high school education.

5. The average annual income of board members exceeds $10,000.
6. Most board members will not openly admit to running for a place on the board of education because they have an "ax to grind" or for selfish reasons, but tend to reveal this indirectly when asked to state what was wrong with the school before they came on the board. Even though a large percentage stated they ran for the board or accepted an appointment on the board because they felt a civic obligation most stated there was something wrong with the school before they came on the board.
7. There are few organized efforts exerted by superintendents or by boards to orient new board members as to their duties and responsibilities.
8. Board members feel that a more thorough program of orientation is needed and that superintendents should assume this responsibility.
9. Board members apparently do not regard regional state, and national school board meetings as necessary and vital, for very few attend.
10. Board members cannot, for the most part, verbalize what the role of the board is. Those who can verbalize the role see their major role to be that of "guardian of the pursestrings."
11. Board members often regard themselves as full-time school officials responsible for providing answers to any and all who have gripes concerning the school and its operation.
12. Board members usually do not recognize any chain of command when it comes to handling gripes.
13. Board members really do not know, or at least cannot verbalize, what qualities a man should possess in order for him to make a good superintendent or a good principal. About the only thing that board members agree on is that administrators should be church members and members of civic clubs.
14. Board members cannot verbalize the role of the superintendent; however, contrary to the author's hypothesis, they do not describe his role as "running the school."
15. The role of the superintendent is an intolerable one as described by many board members.
16. Board mmbers look primarily to the superintendent for changes in old policies and for recommendations for new policies.
17. Many board members feel that superintendents should consult the board before they make any decisions.
18. Board members do not perceive the overall role of the high school principal in the same way as literature portrays it. Many picture him as "running" the school and as a disciplinarian. Generally, they do not consider his position as one of any real significance. Actually, they cannot, for the most part, verbalize his role.
19. Board members are rather ambivalent in their description of the role of the superintendent in the area of personnel selection and dismissal; on the one hand, they see him in this role as literature portrays him, while, otherwise, they state that it is

perfectly permissible to employ or dismiss a person whom the superintendent has not recommended.

20. Many board members feel that they should interview coaches and band directors, but not applicants for other positions. This apparently indicates that board members feel they are more qualified to judge coaches than are superintendents. It also indicates that board members may be more interested in extra-curricular activities than in the regular academic program.
21. Board members do not feel that it is as important to involve the high school principal in the hiring of new personnel as it is in the reemployment or dismissal of personnel.
22. Board members as well as superintendents apparently do not understand or appreciate the importance of a planned public relations program as is evidenced by the fact no school district has an organized public relations program. It is doubtful that most actually understand public relations. They cannot verbalize either the superintendents or the principal's role.
23. Board members present contradictory opinions regarding the superintendent's role in finance and business management. On the one hand, they consider it his primary rsponsibility, while on the other hand, they do not trust him to make decisions concerning the expenditures of funds.
24. Board members regard the superintendent as being responsible for the operation and maintenance of the school plant. They fairly well agree with educational literature in this respect. They also see the principal as being responsible for his building, just as literature says.
25. Most board members do not think that the superintendents should have much involvement in the planning of new buildings. They feel that this is the board's function.
26. Board members do not understand what is meant by curriculum improvement and, therefore, cannot verbalize the superintendent's or the principals role in this area.
27. Contrary to literature, board members consider the principal secondary to the superintendent in improving curriculum.
28. Board members are very vague in their attempts to describe the role of the superintendent and the principal in the supervision of personnel. This indicates a lack of undrstanding of their role.
29. Board members do not visualize the principal as an instructional leader. They picture him as a "flunky" who is mainly around to discipline students.
30. Even though many board members do not consider the principal to be a supervisor, most think he should visit the classroom for the purpose of evaluating teachers.
31. A surprising number of board members think that a perfectly legitimate method of evaluating teachers is to use the office intercom.
32. Board members equate good teaching with "good" discipline, which is quietness. This is what a principal should look for

when he visits a classroom for the purpose of evaluating teachers.

33. Board members consider the paddle to be the way to handle disciplinary problems.
34. Board members feel the superintendent should keep them informed. Most think their superintendent is doing a good job in this, but evidently superintendents tell board members only those things they want them to know.
35. Board members consider it important for superintendents and high school principals to continue to take college courses and to attend professional meetings.
36. Most board members regard teacher strikes as unprofessional.
37. Most board members are "hiding their heads in the sand" when it comes to the matter of professional consultation. They have an "it won't be necessary here" attitude.

II. IMPLICATIONS

The author was admittedly liberal in drawing inferences from these findings. Some of these statements could not be completely supported by data. They are presented, when not supported, in an attempt to provoke thought, discussion, and further study.

Board Membership. It seems that there should be some basic qualifications set for board membership beyond the very elementary ones now set forth in the state law. No person should be permitted to serve on a board which controls the education of all children within a community who does not at least have a high school education. Although advanced education does not insure that a person will be articulate nad knowledgable, it certainly improves the chances that he will be.

Women are being discriminated against. They have as much to contribute to the local school as men. Efforts should be made to recruit women to run for positions on boards. Occasionally boards might even appoint a woman to fill the unexpired term of some man who has resigned.

Somehow there has grown up the idea that it is vitally necessary that a person should have children in school in order to serve on boards. People who do not have children in school have just as much at stake in education as those who do have children in school. This type of individual could, perhaps, exert a stabilizing force to keep emotionalism and personal feelings from entering so strongly into many decisions.

People who serve only a short time on a board do not have adequate time to develop into good board members. To increase the tenure of board members, the length of a term should not be less than five years. This should lead to greater stability and a more coordinated and continuous plan of school operation.

Orientation of Board Members. Present efforts to orient board

members are a farce. There will not be any major change in board members' perceptions of the function of school administrators or of the board's role until more serious efforts are made to really orient board members. This cannot be done by merely handing board members a kit sent out by the state conventions and workshops. It must be a concentrated effort carried on in the local district. The superintendent himself must accept a great deal of the blame for the present situation. It is his responsibility to see that there is a good orientation program for beginning members. In addition, there should be occasional self-studies and self-evaluations made by each local board. There should be planned in-service training sessions for boards. If the superintendent feels that he cannot adequately handle orientation and in-service training activities, then the board should employ a consultant, someone adept in working with boards, to lead these activities.

The Role of the Board. Laymen cannot be expected to verbalize the proper role of the board if they do not know what this role is supposed to be. Some of them would sincerely like to see the board operate the way it should, while others are content to serve their own selfish ends. The concept which many board members have of their function predestines many school children to receive an inferior education and serves to perpetuate the misunderstandings of administrative roles. Membership on a board seems to imbue some men with a great feeling of power, power which they wield twenty-four hours a day. Many districts really do not need a superintendent because the board "runs" the school and the superintendent merely serves as a medium.

The Role of the Superintendent. Generally speaking, board members do not know what a superintendent is supposed to do. They can only verbalize a very hazy picture of what his responsibilities should be. Consequently, they do not know what kind of qualifications are needed for a man to make a good superintendent. Superintendents cannot expect anymore security in their position than they now have until board members are brought to the point where they can accpt the fact that the board is not an adminisrative body. There are really only two alternatives. Either the board understands and accepts the role depicted in educational literature, or the superintendent finds and accepts the role as most boards view it.

The present perceptions of boards toward the boards' and superintendents' duties and responsibilities are very little different from those held by board members one-hundred years ago. It should be pointed out, however, that boards of education are not altogether responsible for the present situation. Superintendents must accept some of the blame because they have not had the willingness nor the courage to try to bring about changes. Too many men have compromised their principles and buckled under in order to keep a job which is not worth keeping.

The Role of the High School Principal. High School principals

are only deluding themselves if they think their position is one of as much importance as set forth in educational literature. Probably, a principal who makes an all-out attempt to be an instructional leader will be dismissed in a short time, because board members will not understand what he is doing. He is the "whipping boy", the one who keeps students in line; and then, and only then, is he considered to be doing a good job. Principals have done much to create the impression which board members have of them because they have not been willing to assume any leadership responsibilities. They have been content to shuffle papers, keep records, and whip students. Many board members have never seen principals do anything else and have, therefore, no basis for forming any other perception of their function.

Board Members' and Personnel Selection, Dismissal, and Evaluation. Most board members actually consider themselves administrators when it comes to the selection and dismissal of personnel. Especially is this true of certain specialized personnel. Many board members tend to consider themselves more qualified to select than those individuals with professional training whom they have employed. Administrators have helped to foster this ideal by failing to make recommendations and presenting three or four names for a position and letting the board choose one from this list. There will be no change in this situation as long as board members fail to accept the proper role of administrator and board.

Most board members have a very limited knowledge of what good teaching is and even less knowledge of how to evaluate teachers. They cannot be expected, however, to know how to evaluate teachers if they do not know what good teaching is.

Board Mmbers and Curriculum. There will be no major changes in traditional curriculum and curricular organization until board members understand and accept what is involved in curricular planning and improvement and the role which administrators must play in this area. Nothing much can be expected as long as principals are looked upon as flunkies and as long as principals are content to accept this role.

Board Members and School Finance. Despite the fact that many board members appear to be concerned about other phases of the school, it is evident that most are more interested in guarding the tax-dollar than they are in really providing quality education. They would prefer that the superintendent devote his energies mainly to this area of administration rather than to curriculum improvment, to teacher evaluation and supervision, or to public relations.

III. RECOMMENDATIONS

The following recommendations are made in view of the findings of this study:

1. There is a need to repeat this study every five years in the interest of discerning trends in attitudes.

2. There is a need to do a study of this nature which will involve the entire state.
3. There is a need for studies to determine what qualifications a person should have for board membership.
4. There is a need to study the effect which certain variables such as the board member's age, sex, education, income level, occupation, and years of experience on a board have on a board member's perceptions.
5. There is a need to study and devise more effective programs of orientation for board members.

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APPENDIX

INTERVIEW QUESTIONS

1. Were you originally elected or appointed to this board?
2. What made you seek a position on the board?
3. What did you think was wrong with the school before you ran for the board?
4. What do you consider to be your primary responsibility as a board member?
5. When you first came on the board, did you feel you were given proper orientation as to the duties of a board member?
6. Who took care of orienting you?
7. Do you think that the superintendent has a responsibility for orienting new board members?
8. Do you attend State School Board Meetings?
9. Do you attend National School Board Meetings?
10. Do you attend regional board workshops?
11. When is a board member a board member?
12. What position do you think board members should take when a school patron comes to them with complaints about the school?
13. Would you ever invite them to come to the board meetings with their problems?
14. What qualities do you think a man should possess in order to to make a god superintendent?
15. Should the superintendent be a church member?
16. Would you make church membership a requirement in the hiring of a superintendent?
17. Do you think a superintendent should be a member of civic clubs?
18. What qualities should a man possess in order to make a good high school principal?
19. Do you think the principal should be a church member? of civic clubs?
20. Would you please describe what you consider the role of the superintendent to be?
21. Would you please describe what you consider the role of the high school principal to be?
22. What do you consider the role of the superintendent to be in the formulation and change of board policy?
23. What do you perceive the role of the superintendent to be in the selection and dismissal of personnel? The principal's role?
24. What do you consider the role of the superintendent to be in public relations? The role of the principal?
25. What do you consider the role of the superintendent to be in the maintenance and operation of the school plant? The principal's role?
26. What do you consider the role of the superintendent to be in the planning of buildings? The principal's role?
27. What do you consider to be the role of the superintendent in

curriculum and instructional planning and improvement? The principal's role?

28. What do you consider the superintendent's role to be in the supervision of personnel? The principal's role?
29. Do you think the superintendent should visit the classroom for the purpose of evaluating teachers? How often should he visit? What should he look for?
30. Do you think the principal should visit in the classroom for the purpose of evaluating teachers? How often should they visit? What should they look for when they visit?
31. What do you consider the principal's role to be in discipline?
32. What is discipline?
33. What do you consider to be the role of the superintendent in keeping the board informed? Does your superintendent do a good job?
34. Do you think superintendents and principals should continue to take administrative courses?
35. Do you think superintendents and principals should attend professional meetings?
36. Are you acquainted with the legislation concerning professional negotiations? Do you think teachers should have the right to negotiate?
37. Should the superintendent consult with the board before he makes most decisions?
38. Should the superintendent consult with the board before he expends funds?

BACKGROUND INFORMATION ON INTERVIEWEE

Interviewee Number:_____

Age:____

Number of Children in school:____

Grades of children in school_____

Number of years served on Board of Education:_____

Number of superintendents during your tenure:_____

Number of high school principals during your tenure:_____

Occupation: _____ Education:_____

If you farm do you:

_____ Rent _____ Both

_____ Own

Personal Income:

_____ Below $5,000

_____ $5,000 to $8,000

_____ $8,00 to $10,000

_____ Above $10,000

How do most of the citizens in the community earn their livelihod:

_____ Agriculture

_____ Business and Industry

_____ Agriculture, Business, and Industry

_____ Other

How would you rate the income of the average citizen in your community?

_____ Below $5,000

_____ $5,000 to $8,000

_____ $8,000 to $10,000

_____ Above $10,000

Do you belong to Civic Clubs? _____ Yes ____ No

Do you feel that Board Members should have children in school?

_____ Yes ____ No